

Message Text

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ACTION HA-05

INFO OCT-01 ISO-00 VO-05 INSE-00 EA-10 /021 W
-----005921 161213Z /11

P R 161102Z MAR 78
FM AMEMBASSY BANGKOK
TO SECSTATE WASHDC PRIORITY 1773
INFO AMEMBASSY CANBERRA
USMISSION GENEVA
AMCONSUL HONG KONG
AMEMBASSY JAKARTA
AMEMBASSY KUALA LUMPUR
AMCONSUL MADRAS
AMEMBASSY MANILA
AMEMBASSY NEW DELHI
AMEMBASSY OTTAWA
AMEMBASSY PARIS
AMEMBASSY SINGAPORE
AMEMBASSY TAIPEI
AMEMBASSY TOKYO
AMEMBASSY WELLINGTON

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E.O. 11652: N/A
TAGS: SREF
SUBJECT: IMPLEMENTATION OF IPP-78

REF: (A) STATE 38351, (B) MANILA 3564, (C) KUALA LUMPUR 2136,
(D) STATE 59191, (E) BANGKOK 7398, (B) BANGKOK 7557,
(G) KUALA LUMPUR 2167, (H) KUALA LUMPUR 2140

1. INTRODUCTION: THE IMPLEMENTING INSTRUCTIONS FOR
IPP-78 (REF A) RULE OUT EARLY US CONSIDERATION OF
REFUGEES WITHOUT CLOSE RELATIVES IN THE UNITED STATES
"UNLESS THEY ARE WILLING TO ACCEPT RESETTLEMENT IN ANY
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THIRD COUNTRY BUT HAVE NOT BEEN ACCEPTED." WHILE WE
UNDERSTAND, AND ARE WORKING TOWARD THE US
GOVERNMENT'S OBJECTIVE OF INTERNATIONALIZATION OF THE
INDOCHINESE REFUGEE PROGRAM, THERE ARE CERTAIN
PRACTICAL PROBLEMS IN CONFORMING TO THE DEPARTMENT'S
DICTA ABOUT HOW TO ACHIEVE THAT OBJECTIVE. AT LEAST
IN MALAYSIA AND THAILAND, WHERE THE PREPONDERANT

NUMBER OF BOAT REFUGEES SEEK HAVEN, WE ALREADY WORK EXTREMELY CLOSELY WITH THE PRINCIPAL DELEGATIONS ACCEPTING REFUGEES. WE BELIEVE THAT WE COULD BETTER ACHIEVE THE OBJECTIVE OF INTERNATIONALIZATION AND SPEED OF REFUGEE FLOW IF THE CONSTRAINTS OF PRESENT REGULATIONS WERE LOOSENED. OUR PRINCIPAL CONCERN IS TO FORESTALL AN INCREASE OF REFUGEES IN THE CAMPS THAT COULD LEAD COUNTRIES OF TEMPORARY ASYLUM TO SHUN FUTURE ARRIVALS. END INTRODUCTION.

2. EMBASSY MANILA HAS ALREADY RAISED TWO QUESTIONS ABOUT IPP-78: THE AMOUNT OF TIME WE SHOULD WAIT FOR THIRD COUNTRIES TO CONSIDER REFUGEES BEFORE WE PROCESS THEM, AND THE PRESENTATION BY REFUGEES OF FRAUDULENT APPLICATIONS TO DISCOURAGE ACCEPTANCE BY OTHER COUNTRIES (REF B). KUALA LUMPUR ALSO CITED THE SECOND PROBLEM (REF C) AND THE DEPARTMENT HAS ALREADY TAKEN A STANCE ON IT (REF D). DETECTING THE FRAUD THAT THE CURRENT SYSTEM STIMULATES WILL REMAIN DIFFICULT.

3. THERE ARE OTHER ISSUES. ONE IS THE PROBLEM OF A REFUGEE WITHOUT CLOSE RELATIVES IN THE UNITED STATES WHO IS NEVERTHELESS HIGHLY SUITED TO LIFE IN AMERICA AND WANTS TO GO THERE. FOLLOWING THE INSTRUCTIONS IN REF A TO THE LETTER, AN INS OFFICER TURNED DOWN A HUSBAND AND WIFE IN MALAYSIA, EACH LIMITED OFFICIAL USE

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OF WHOM HAD SPENT FIVE YEARS AT THE BERKELEY CAMPUS OF THE UNIVERSITY OF CALIFORNIA AND SPOKE FLUENT AMERICAN ENGLISH. THEY TOLD HIM THAT THEY DID NOT WISH TO APPLY TO ANOTHER COUNTRY, SO HE REJECTED THEIR APPLICATIONS.

4. THE MOST IMPORTANT ISSUE, HOWEVER, IS TIMING. BETWEEN MARCH 9 AND 12, SOME 84 REFUGEES IN THREE SEPARATE BOATS LEFT SONGKHLA CAMP FOR AUSTRALIA (REFS E AND F), AND SOME 75 MORE ARE PREPARED TO FOLLOW SUIT. REF G INFORMS US THAT ANOTHER BOATLOAD HAS LEFT MALAYSIA'S PULAU TENGAH CAMP FOR THE SAME DESTINATION. THE PRINCIPAL MOTIVE SEEMS TO BE FRUSTRATION ABOUT THE DELAYS IN, AND UNCERTAINTIES OF ACCEPTANCE BY, RESETTLEMENT COUNTRIES.

5. REF H POINTS UP GOM APPREHENSION OVER SWELLING REFUGEE FIGURES IN COUNTRY. THAI OFFICIALS HAVE TOLD US THAT SONGKHLA AND LAEMSING CAMPS REMAIN HIGHLY OVERCROWDED. WE BELIEVE THAT THE IPP-78 PROGRAM MUST BE MORE EXPEDITIOUSLY IMPLEMENTED THAN THE PRESENT APPROACH PERMITS. WE ARE RUNNING THE

RISK OF A MAJOR BACKUP IN BOAT CASE CAMPS, THUS
JEOPARDIZING OUR HARD-WON EFFORTS IN GAINING ACCEPTANCE
OF REFUGEES BY COUNTRIES OF TEMPORARY ASYLUM.

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ACTION HA-05

INFO OCT-01 ISO-00 INSE-00 VO-05 EA-10 /021 W
-----006009 161213Z /14

P R 161102Z MAR 78
FM AMEMBASSY BANGKOK
TO SECSTATE WASHDC PRIORITY 1774
INFO AMEMBASSY CANBERRA
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6. IN THAILAND, WE ALREADY PROVIDE FOR FULL INTERNATIONAL
REVIEW OF INDIVIDUAL CASES. THE UNHCR BIO FORM FOR
BOAT REFUGEES INCLUDES THREE CHOICES FOR COUNTRY OF
RESETTLEMENT. THE UNHCR REGIONAL OFFICE IN THAILAND
SENDS THESE BIOS TO THE DELEGATION OF THE COUNTRY OF
FIRST CHOICE. OTHER COUNTRY DELEGATIONS TEND TO BE
HIGHLY SELECTIVE. WE DO NOT CONSIDER REFUGEES WHOSE
PREFERRED CHOICES ARE COUNTRIES OTHER THAN THE UNITED
STATES UNTIL THOSE COUNTRIES HAVE REJECTED THEM.

7. AUSTRALIA'S BOAT CASE PROGRAM IN MALAYSIA HAS RECENTLY
ABSORBED FAR MORE REFUGEES THAN WE HAVE. AUSTRALIA AND
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FRANCE MAKE MONTHLY VISITS TO THE BOAT CASE CAMPS IN THAILAND. WE ARE IN CONSTANT CONTACT WITH AUSTRALIAN AND UNHCR REPRESENTATIVES IN KUALA LUMPUR AND BANGKOK. WE SEE THE FRENCH FREQUENTLY IN BANGKOK AND IN THE THAI CAMPS. IN SHORT, ALMOST THE FULLEST EXTENT OF INTERNATIONALIZATION THAT WE CAN EXPECT IN MALAYSIA AND THAILAND IS ALREADY TAKING PLACE.

8. GIVEN THE ABOVE, WE RECOMMEND THE FOLLOWING MODIFICATIONS TO THE IMPLEMENTING INSTRUCTIONS IN REF A:

A. THE AUTHORIZATION TO CONSIDER FOR THE US PROGRAM THOSE BOAT REFUGEES WITHOUT CLOSE RELATIVES IN THE UNITED STATES WHOM OTHER COUNTRIES HAVE NOT ACCEPTED BY ONE MONTH FROM DATE OF ARRIVAL.

B. DISCRETION FOR REFUGEE AND INS OFFICERS TO CONSIDER, REGARDLESS OF TIME OF ARRIVAL, THOSE REFUGEES WITHOUT CLOSE RELATIVES IN THE UNITED STATES WHO, BY CLOSE ASSOCIATION WITH US, ARE PATENTLY SUITED FOR RESETTLEMENT IN AMERICA, AND WANT TO GO THERE.

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